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ABSTRACT

In response to disturbing trends in child poverty levels, leaders in business and philanthropy collaborated to address the problems faced by children and families, concluding that to improve the education of children, the larger family issues of poverty, health care, and social services must be addressed. As part of this effort, across the United States, diverse groups of people began to form partnerships in order to develop new ways to address the problems of children and families. "Hand-in-Hand" is one of the first national efforts to study these community partnerships. In early 1994, with funding from the Metro United Way (MUW) of the greater Louisville, Kentucky area, and the Annie E. Casey Foundation, this study was undertaken by Kentucky Youth Advocates (KYA), a multi-issue, multi-strategic child advocacy group. Basic information about 13 private-sector (rather than government) partnerships was gathered through interviews, and questions were raised and answered concerning their success. Two categories of results were analyzed: organizational or internal outcomes, and programmatic or family-focused outcomes. The study focused on the following aspects of partnerships for children and families: (1) why and how they form; (2) population and geographical areas on which they focus; (3) how they assess community needs; (4) what issues they choose to address and how they address these issues; (5) measurable outcomes; and (6) strengths and weaknesses. While the 13 sites indicated an exciting mix of innovation and creativity, the findings also showed the following: (1) partnerships initially raised unrealistic expectations about what could be accomplished; (2) partnerships failed to take into consideration that many citizens will filter out concerns for "other people's children"; (3) many partnerships corrected their initial approach to include more indigenous groups; and (4) programmatic solutions should not substitute for sound public policy. Appendices include the summary of methodology, the survey instrument, map of the United States showing sites studied, and a selected bibliography. (BGC)

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HAND-IN-HAND

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A Preliminary Survey of Community Partnerships for Children and Families

Kentucky Youth Advocates, Inc. and Metro United Way

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HAND-IN-HAND

A Preliminary Survey of Community Partnerships for Children and Families

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EXECUTIVE SUMMARY

INTRODUCTION

"Hand-in-Hand" is one of the first national efforts to study community partnerships which focus on children and families. The partnerships studied were largely private sector initiatives, not government led efforts. These community partnerships have become increasingly popular as a way to focus attention on the growing numbers of poor children and families. But these partnerships typically go well beyond just identifying issues — they often engage in community problem-solving as well. This study focused on thirteen partnerships throughout the country. The policy analysis raised and answered the broad questions of what seems to be working and what impediments these partnerships often encounter.

Some Unusual Aspects of This Study

This report is among the first to examine what one of those we interviewed called "partnership fever" which has swept the country's local leaders. This qualitative study is somewhat unusual because it includes both the comments of proponents and critics of these partnerships. These eleven critics were either involved in the partnership or had been monitoring its work from outside the process. A second unique attribute of this report is that it outlines the research assumptions which framed its Analysis and Discussion sections.

The Diversity of the Partnerships Studied

The thirteen community partnerships studied differ from other similar efforts because their membership primarily consisted of people from the business community, non-profit sector, and civic organizations. While they do share several critical common elements, the thirteen partnerships were very different from each other in terms of duration, size, locale, budget, and focus. Generally, we focused on partnerships that identified themselves as being associated with local United Ways and community foundations, or those who were led by people we referred to as "civic entrepreneurs."

Partnerships Excluded

This analysis specifically excluded school or education oriented partnerships which previously have been studied. The groups on which this study focused generally were not organized or sponsored by government agencies or service providers. We also did not study new partnerships which had not yet established any track record.

FINDINGS

Background Information

Through interviews we gathered basic information about the thirteen partnerships studied. The majority were at least two years old and more than half were three years old or older. The increasing concern about childhood poverty was the primary motivation for forming the partnerships. Not surprisingly, given those sites we pre-selected for this study, businesses were the principal sponsors of the partnerships followed by United Ways, and community and local foundations. Businesses and foundations provided most of the financial support for these partnerships.

While budgetary information was sketchy, the mean budget of those reporting expenditures was \$181,143. Steering committees ranged in size from nine to 50 with an average size of about thirty members. Non-profit organizations were involved in all the partnerships, while the second most prevalent sector represented was the business community. The great majority of the partnerships we studied had staff who were loaned from the sponsoring organizations. A majority also used outside consultants.

Demographic Information

The partnerships chose various geographic targets for their work. Four sites concentrated on specific neighborhoods, three focused on a whole state, three highlighted the problems of children and families in one county, one focused on a multi-county region of one state, and another targeted five counties in a two state area. (The thirteenth site did not indicate its focus.)

Eight of the thirteen sites targeted very young children, while five partnerships geared their initiatives to children from infancy to age 18. All primarily focused on poor — or very poor children and their families. Only three of the thirteen sites completed a formal, comprehensive needs assessment. More commonly, partnerships relied on previously-completed needs assessments or conducted informal interviews or focus groups.

General Approaches Utilized

After analyzing the general approaches utilized by the partnerships, we concluded that the partnerships' operations could be grouped into four categories: (1) **systems redesign** to restructure service delivery to low income children and their families (*two sites*), (2) **comprehensive neighborhood-based** to focus on one or several neighborhoods within a city through a comprehensive "community building" strategy (*three sites*), (3) **comprehensive city or county wide** to target a whole community as opposed to several neighborhoods (*two sites*), and (4) **early childhood** to enhance existing programs — or create new ones to assist young children and their families (*six sites*).

Results and Outcomes

We looked at two categories of partnership results: (1) **organizational or internal outcomes** which were related to the internal activities of the partnership, and (2) **programmatic or family-focused outcomes** which measurably impact children and families. In terms of organizational outcomes, six of the thirteen partnerships indicated that their greatest success was in bringing together people from different sectors. The second most mentioned organizational result was the partnerships' development of a formal plan of action. Getting corporate leaders to the table to discuss children's issues was a third process outcome.

Many partnerships had not collected comprehensive data on the number of children or families that had been helped as a result of their work. However, some could provide documentation of what they had accomplished. These programmatic outcomes are highlighted in the full report.

CRITICISMS

The study also included the perspectives of critics of these initiatives, categorized by organizational or internal issues and programmatic or family-focused issues.

Organizational or Internal Criticisms

By far, the most common organizational criticism raised by both proponents and critics was the exclusion of certain people or organizations from the partnership, particularly neighborhood and indigenous groups. In some instances service providers were excluded as well.

Communication was also a problem. Many partnerships admitted that they did not expend enough effort on educating the various "publics" about the partnerships' role and focus. The fourth internal criticism of the partnerships was that they were more process oriented than outcome oriented. And finally, some criticized the partnerships for failing to consider the activities of other community initiatives already working on children's issues.

Programmatic or Family-Focused Issues

By focusing on early childhood issues, some of the partnerships strategically chose to select a prevention agenda which is attractive to business leaders. These prevention oriented efforts usually either enhanced existing programs or created new ones. Some of the partnerships indicated that they chose early childhood issues and programs as a starting point, but intended to work later on other issues for older children and their families. But by focusing on proven, early childhood programs and not on broader policy solutions, some of the partnerships left themselves open to criticism that they were only tinkering and not involved in work which might

create more dramatic change. One leader seemed to crystalize the reservations of many about this disinclination to engage in policy work. "It's much more difficult than I thought to 'ratchet people up' to do advocacy work. It seems to confuse them."

It was common for partnerships to struggle between undertaking a bold and comprehensive initiative and adopting easily achievable, but incremental goals. Some critics suggested that some of the partnerships "assumed the politics of scarcity," the proposition that the reduction of childhood poverty not only must, but *could* be, accomplished without any significant infusion of additional private and public funds.

While none of these criticisms is fatal, the failure to anticipate some of these problems often hurt the initial efforts of partnerships in three ways: (1) energy was diverted by organizational issues, (2) the ability of these new initiatives to actually meet the needs of children and their families was hampered by the reluctance to meet organizational issues head on, and (3) there often was no honest, neutral party to whom the partnerships could turn for advice on the potential implementation pitfalls.

DISCUSSION: SOME SIMMERING QUESTIONS

The full report concludes with a discussion of seven crucial issues. First, the report concludes that these partnerships raised unrealistic expectations about what could be accomplished. In the end, these community partnerships were blamed for systemic problems beyond their control. The fact that many partnerships did not undertake fundamental and structural reform compounded this criticism.

Second, the partnerships assumed that the conditions of children would improve by educating the public who would in turn demand change. This assumption fails to take into account how Americans filter out the concerns of "other people's children" when it comes to public policy. Changing the way others' children are treated is a complicated matter.

The third part of the Discussion section suggests that current and future efforts be more inclusive. The bad news is that many of the partnerships initially were unable to imagine other kinds of groups participating — people and organizations who had a different perspective about the problems that families face. We agreed with the Kettering Foundation's David Mathews' suggestion that each partnership recruit "boundary spanners" — who are people who can respect and listen to others.

Some poverty experts believe that economic development is as important to children as any other effort. This issue is the fourth raised in the Discussion section of the full report. We recommended that partnerships look beyond restructuring government agencies and developing programs and include the importance of jobs to families.

Fifth, we were concerned that some partnerships had assumed the politics of scarcity — the argument that there is no additional money available for programs that help children and families. While many political pundits say we have wasted money on social programs, large numbers of Americans have benefited from major financial investments in government programs. Money may not be a panacea, but responsible resource allocation and accountability can improve outcomes for poor children and families.

Our sixth discussion point repeats an earlier observation: partnerships need to consider moving from programmatic solutions (which expand or create services) to policy solutions. Citing a recent Ford Foundation report, we remind partnerships that charity and volunteerism have their limits and are no substitute for good, aggressive, effective public policy.

And finally, children in many cities and regions are in urgent need of our attention. Therefore, we suggest that future partnership work be comprehensive and not incremental. We commended several community partnerships who have "pushed the envelope" and developed a comprehensive vision for their area or region.

CONCLUSION

Our report raises as many questions as it answers. This initial study begs for follow-up evaluations of community partnerships. While we heard about much good work completed on behalf of children, we encourage the partnerships to continue to reflect upon their work on behalf of the poor families in their area.

PURPOSE OF THIS REPORT

Children's Poverty on the Rise

In the 1980s, alarming information about children and poverty in America began to emerge. The Children's Defense Fund and other organizations that tracked Census data reported that children were *the* poorest age group — and the numbers of poor children were growing. By 1990, nearly 20 percent of children in America were living below the poverty line. Furthermore, advocates and researchers reported that children's families were increasingly in trouble: not only the unemployed, but also "working poor" and even middle-class families were suffering from a number of problems, including economic insecurity, inadequate schools, neighborhood violence, single parenthood, lack of health care, and teenage pregnancy.

"Up until about two decades ago, Americans would have considered it unthinkable that they could not save enough as a nation to afford a better future for their children.... Yet today, the unthinkable is happening."

*Peter G. Peterson
Chairman of The Blackstone Group*

Business Responds

In response to these disturbing trends, leaders in business and philanthropy began to express concern about the status of children and families. Many of these leaders, particularly business figures, collaborated to begin to address the problems. Their first efforts tended to focus on school reform. Education was the most obvious link between the needs of children and the needs of the business community. For example, members of the Business Roundtable, an organization representing the CEOs of 200 of the nation's largest corporations, made an unprecedented pledge to improve the public school system. In partnership with the governor and legislature in each state, the corporate members of the Roundtable are helping promote strong statewide reform efforts to meet the national educational goals for the year 2000. Companies involved in the Roundtable effort are considering efforts to mobilize "their lobbying power at the state level" to press for education reform (Smith:1994:106).

"Now people realize that neither government nor the free market can do it alone. . . that's why my CEO believes the most important role for corporate leaders... is advocacy."

*Eugene R. Wilson
President, ARCO Foundation*

Recently, however, a number of business leaders began to expand their efforts beyond education reform. They discovered that to improve the education of children, they also must address larger family issues including poverty, health care, and social services. As they realized that these same

social problems also affect their bottom line, their efforts broadened. Some have become heavily involved in a new form of corporate-style activism. "... [T]he new paradigm encourages corporations to play a leadership role in social problem solving by funding long-term initiatives... that incorporate the best thinking of governments and non-profit institutions" (Smith:1994:105). For example, Businesses for Social Responsibility, a coalition launched by 50 corporate leaders, advocates for a host of antipoverty programs, including Head Start and the Supplemental Food Program for Women, Infants, and Children. Other businesses have taken more limited roles, but nonetheless are letting their voices be heard.

Community Foundations and United Ways Respond

Philanthropic organizations have also participated in and organized similar partnerships to focus on the problems of children. In 1991, The Rockefeller Foundation convened a group of community foundations to discuss issues related to child poverty. From these meetings, The Coalition for Community Foundations for Youth (CCFY) was formed. The Coalition has since been working with community foundations throughout the country to generate interest in forming partnerships to address the problems affecting children. (By June 1994, the Coalition had 81 community foundation members.)

"Our society has undergone profound economic and demographic transformations. The social and educational institutions that prepare children to become capable and responsible adults have failed to keep pace. Unless we act swiftly and decisively to improve the way we invest in our most important resource — our nation's children — we are jeopardizing America's survival as a free and prosperous society and condemning much of a new generation to lives of poverty and despair."

(1991 Committee for Economic Development report)

Besides the CCFY initiatives, United Ways across the country also are engaged in developing "broad-based, multisector coalitions to unite behind long-term comprehensive efforts to improve child and family well-being" (UWA:1993:v). One United Way initiative, The Mobilization for America's Children, is helping "expand the nation's capacity to raise today's and tomorrow's children." It has a "preventive emphasis that encompasses the needs of children from the prenatal stage through adolescence" (UWA:1993:v). In another initiative spawned by the United Way of Minneapolis area, local leaders developed a "Success by Six" initiative which now has been replicated in other states. As conceptualized in Minneapolis, Success by Six tries to meet three broad goals: (1) building community awareness and understanding, (2) increasing participation and improving access to services, and (3) expanding private-public collaborations. (By April 1994, there were 57 Success by Six programs operating in the United States.)

Partnerships Form Around the Country

In cities all over the country, diverse groups of people responded by forming partnerships to develop innovative ways to address the problems of children and families. The following are five of the most common types of partnerships we first studied: *(For the purposes of our study, we later grouped partnerships into three general categories. See pages 8-9.)*

- **United Ways' initiatives**, including their "**Success by Six**" projects which began in Minneapolis and have spread to other communities throughout the country
- **those affiliated with the Rockefeller and the Coalition of Community Foundations for Youth initiative** which attempt to: (1) make the needs of at-risk children the top priority in communities, and (2) shift the emphasis from intervention after children get into trouble to prevention when children first need help
- **collaborative efforts between advocacy organizations and the business community**
- some independent initiatives led by **civic entrepreneurs** like former President Carter, Lyndon Baines Johnson's foreign aide Walt Rostow, and Baltimore-based developer James W. Rouse, all of whom have expertise in either private business or government
- **community foundation - university partnerships** like in the Cleveland area, which combine the talents of university researchers with the leadership skills of community leaders

These non-traditional partnerships primarily involve people other than government and private service agencies; they include corporate figures as well as philanthropic, civic, and community leaders. In calling on the efforts of people outside the usual social service providers and administrators, the partnerships hope to bring new perspectives to their communities' problems. Their focus often includes coordinating local efforts for children and families, restructuring social services, initiating public policy change, increasing community awareness, and increasing funding of programs for families and children.

THE AUTHOR AND FINANCIAL SUPPORTERS OF THIS STUDY

The Author of this Report

Kentucky Youth Advocates (KYA), a multi-issue, multi-strategic child advocacy group based in Louisville and Frankfort, has been involved in promoting better policies for Kentucky's children and families for almost twenty years. Kentucky Youth Advocates also has published five works that focus on national issues. Recently, KYA has monitored informally the efforts of community partnerships across the country designed to help children and families.

Financial Support for This Study

Early in 1994, KYA joined forces with Metro United Way (MUW), which serves the greater Louisville area, and the Annie E. Casey Foundation to pursue an investigation of the general efficacy of certain community partnerships for children and families. With grants from MUW and the Annie E. Casey Foundation, KYA organized this qualitative study of local and state partnerships.

Metro United Way has a rich history of involvement in community partnerships and initiatives and recently completed a study and set aside special funds for children at risk in their service area. MUW provided in-kind support to this study by permitting some of their staff to conduct some of the interviews.

The Annie E. Casey Foundation, the other contributor to this study, is the country's largest private foundation dedicated to improving the lives of children. The Casey Foundation historically has been involved in researching and promoting public policy for children and has participated in education and other partnerships throughout the country.

THE FOCUS OF THIS STUDY

This study focused on the following information about partnerships for children and families:

- why and how they form
- the population and geographical areas on which they generally choose to focus
- how they assess the needs of their communities
- what issues they choose to address and how they address them
- the measurable outcomes of their efforts
- their greatest strengths and weaknesses

THE INTENDED AUDIENCE FOR THIS REPORT

This report was prepared for five major audiences: (1) community foundations, many of whom are working with The Coalition of Community Foundations for Youth, (2) local United Ways, (3) state and city-based child advocacy organizations, (4) the media, and (5) other partnerships. We hope that this report will be of interest and assistance to any persons or organizations pursuing similar ventures in their communities.

SUMMARY OF METHODOLOGY

Staff of Kentucky Youth Advocates and Metro United Way conducted telephone interviews during the winter and spring of 1994. We talked with representatives of thirteen partnerships for children and families across the country. Whenever possible, we also tried to identify and interview people outside the partnerships who we hoped would provide an external perspective. In addition, KYA reviewed extensive literature on partnerships, including newspaper articles, academic articles, and reports of the partnerships themselves.

Partnerships Excluded

We sought to survey partnerships that would represent a broad range of sizes, ages, membership, locale, budgets, and focus. However, this study did not include every community initiative for children and families. We deliberately excluded partnerships primarily organized or sponsored by government agencies or service providers because we were interested in partnerships that extended beyond these agencies. We also did not include any whose focus was primarily on education reform. Finally, we excluded partnerships that were in the early stages of their development.

How Did We Define Partnerships for Children and Families?

For this study, we defined partnerships as community efforts for children and families that extend beyond government and private agencies to include members of the business sector as well as philanthropic, civic, and community leaders. We specifically excluded education partnerships. And we did not include those organized by elected officials or government agencies.

Policy Analysis, Not An Evaluation

Our ultimate goal was to conduct a policy analysis of selected community partnerships. We did not intend this report to be a statistically significant study. Besides considering outcome and process questions, when conducting policy analysis one usually asks the following:

What are the political issues? Who is for, and who is against which alternatives and why? [Policy analysis] means talking to interest-group spokespersons on all sides of the question to make sure that something important is not being missed... A few key problems and policy choices gradually emerge from such discussions (McFarland: 1984).

Types of Partnerships

In the end, we found that the partnerships we studied fell into three general categories:

- those affiliated with the Coalition of Community Foundations for Youth
- those developed by local United Ways, some of which were modeled after the Success by Six program and some of which were based on other models
- partnerships developed by what we call "civic entrepreneurs" — individuals who took the initiative on their own to organize and lead partnerships in their communities

Description of Sites Selected

We sought to survey a reasonable number of each type of partnership that would represent a broad range of sizes, ages, membership, locales, budgets, and focus. (Table 1 summarizes the selection process.) At the time our study was conducted, we identified 63 partnerships as affiliated with the Coalition for Community Foundations for Youth (CCFY). We found 38 of the CCFY sites ineligible based on two of our criteria: (1) two were focused on education, and (2) the other 36 were in the very early stages of development where they were just beginning to identify partners and determine their focus. Out of the remaining 25, we studied five. Each represented a different part of the country and varied in size and age.

We also identified 57 United Way Success by Six initiatives as well as other United Way children's initiatives. Only 13 of these were beyond the early developmental stages. Out of those 13, we chose to study six which represented a range of geographic locations. Finally, we identified seven partnerships led by civic entrepreneurs, all of whom had had substantial media attention. Of these seven, we studied three.

* Table 1: Selection of Partnership Sites			
	CCFY	UW or UW Success by Six	Civic Entrepreneur
Total N =	63*	57*	7*
Total Ineligible =	38	15	0
Total Eligible =	25	13	7
Total Interviewed =	5**	6**	3

* at the time of our survey

** NOTE: One project fell into both the CCYF and United Way categories. Thirteen projects in thirteen states were selected.

The following is a list of the communities we surveyed along with the name of their partnerships:

Arizona	Partnership for Children
Austin, TX	The Austin Project
Charlotte, NC	Success by Six
Cleveland, OH	Cleveland Community Building Initiative
Columbus, IN	Focus 2000 Task Force for Children, Youth & Families
Flint, MI	Priority 90s: Children & Families
Jacksonville, FL	Whatever It Takes
Kansas City, KS/MO	Partnership for Children
Maryland	Ready at Five
Montgomery, AL	Success by Six
New Jersey	Invest in Children
Orange Co., CA	Success by Six
Spartanburg, SC	Village Partnership Project

In the end, we interviewed staff or members of thirteen different partnerships. We also received comments from eleven people who offered different perspectives about these and other initiatives.

A detailed description of the methodology is located in Appendix 1. The interview instrument appears in Appendix 2. Appendix 3 includes a map of the United States showing the location of the partnerships we surveyed. Appendix 4 contains a bibliography of materials on children's policies relevant to this study.

The Confidentiality Afforded to Those We Interviewed

This report is full of comments of those we interviewed. We quoted them whenever possible to give readers a flavor for exactly how people felt, but we kept their comments anonymous. By not revealing the identity of those we interviewed, we felt the partnerships' spokespersons could be more candid and might reveal information which might not otherwise surface. We also promised anonymity to the interviewees we refer to as "outsiders" — people who had an external perspective of the partnership. They usually had an on-going relationship with the partnership in their community which they did not want to jeopardize.

A Word About the Completeness of Answers

Those who worked on this survey had prior experience in conducting telephone surveys. One of the first steps in conducting such surveys is to secure a commitment to participate from those who are to be interviewed. In the majority of cases, those we interviewed were willing to proceed question by question through our survey instrument — a process which took between an hour and an hour and a half.

In a few cases, however, those we attempted to interview could not spend much time with us. However, they did agree to talk to us briefly in a more or less stream of consciousness manner. Rather than force people to use our instrument, our interviewers were instructed to let people talk, take notes, and then try to transfer these notes onto the survey instrument. In using this non-scientific process, however, some questions were not answered by all of the respondents. In some cases, we had to interpret responses from other contextual information they provided.

The Assumptions Which Frame This Study

Every social science study is predicated on certain assumptions which form the basis for the authors' analysis. In some of these studies, these assumptions are implicit; the authors do not inform the reader that they exist. Simply because these assumptions are unstated does not mean that they do not affect the way the research questions are framed, or how the data are analyzed.

To conduct an impartial study we tried to make our assumptions explicit so that we would have to take our own biases into account. Furthermore, we feel a responsibility to inform our readers about our possible biases which we hope will enable them to make their own judgement of whether we have been fair. We set out the premises on which this report is based in Appendix 6.

FINDINGS

The findings of this study are presented in six sections: (1) background information, (2) demographic information, (3) needs assessment, (4) general approaches utilized, (5) results and outcomes, and (6) criticisms.

Background Information

Age of Partnership

In keeping with our selection criteria, most of the participants reported that often the partnerships had been initiated by 1992 — nine of the thirteen surveyed were at least two years old. Slightly more than half, or seven of the thirteen partnerships we studied, had been in operation for three years or more. (The Columbus, Indiana, initiative was part of a larger partnership effort which was twelve years old at the time of our study.)

Impetus

When we inquired about what triggered the formation of the local partnerships, we received a variety of responses. Most commonly, a concern about the growing poverty rate among children was cited as the primary motivation for forming a partnership. Generally, we found that people had been recruited to the partnership based on *an incident* that symbolized the gravity of the problem or by *leaders* who were concerned about the environment in which children were being raised.

More specifically, two partnerships were inspired by a Committee on Economic Development (CED) report, and two others were prompted by the work of the Coalition of Community Foundations for Youth. Four were initiated by leaders who, as one interviewee said, "just wanted to do something about children." And there were other reasons provided which were unique to the partnership's locale, like the one which was inspired by the failure to pass a tax increase earmarked for children's services. And finally, two local foundations in one community were concerned about using their funds wisely, so they commissioned a report which led to a partnership's formation.

Our* Analysis: We expected that the United Way of America's interest in children, particularly its Success by Six initiative, and The Coalition for Community Foundations for Youth initiatives would be instrumental in the formation of most of the groups. But based on those we surveyed, the formation of these groups was most likely to occur as a result of a home-grown concern for children. However, as we will discuss later, both of these national initiatives helped frame the way in which local partnerships saw children's problems — and their solutions.

Principal Partners or Sponsors

Remembering that our selection criteria predisposed us to include certain types of partnerships, it is not surprising that businesses were mentioned as a principal sponsor on eight occasions. Next in the list of sponsors were United Ways who participated in seven of the thirteen partnerships. Community or local private foundations were involved in six. Five partnerships engaged city or local governments. Pediatricians, doctors, or health care providers were mentioned as principal partners four times, as were state governments.

Among the other major sponsors were child advocacy groups (three), "civic groups" (two), "providers" (two), the YMCA (two), university academicians (one), "seniors" (one), and grassroots groups (one). (The inability to engage grassroots groups who represent poor families themselves — was one of the most common criticisms of such partnership efforts, a phenomenon we discuss in more detail later. Also please note that the number of sponsors/partners exceeds thirteen because the partnerships self-selected who they identified as principal partners.)

Major Funding Sources

When we asked who were the major funding sources for these local partnerships, we found that the business community and local or community foundations were each mentioned seven times. United Ways were mentioned five times. The remaining responses included local governments (two), national foundations (two), the federal government (one) and state government (one).

Of the 25 sources identified, 21 came from the private sector which reflects the bias inherent in the selection criteria utilized in this survey which excluded partnerships primarily initiated by mayors or county officials.

* Whenever the word "our" is used in the analysis section of this report, it refers to the author at Kentucky Youth Advocates.

Budgets

We inquired about the partnerships' current budgets as well as whether their total budgets had grown or declined over the years. Of the thirteen sites, however, six were unable to provide information or could not break-out their administrative budget from the cost of providing services. Of the seven remaining sites, the average budget was \$181,143. Of those partnerships who provided financial information, budgets ranged from a high of \$200,000 to a low of \$25,000. Nearly all those sites indicated that the sponsoring organizations had provided in-kind staff, office space, or equipment.

Size of the Steering Committee, Advisory Board, or Oversight Body

Of the thirteen sites, only six provided information on the size of the oversight body for their local partnership. For these six sites, the steering committees ranged from nine to 50 people. The average size was about 30 members. At least three sites had established smaller executive committee-like bodies whose average size was fourteen members.

Composition of the Oversight Committee

We asked all thirteen sites to do a sector analysis of what "types" of people were asked to serve on their oversight committees. Ranking first as participants were those from the "non-profit sector" who participated in nearly all of the partnership advisory committees. ("Non-profit" may be interpreted as private or community foundations or any other non-profit organization so designated by the Internal Revenue Service.) Not surprisingly, since our study focused on partnerships with business linkages, the second most prevalent sector was the business community.

Government was the third most likely sector to be represented. Almost all the partnerships rated government agencies as being anywhere from moderately to heavily involved. Overall, civic groups ranked fourth in representation with an average rating of "moderate involvement."

Grassroots groups ranked fifth out of the eight sections we provided, but only because some of the partnerships had made mid-term adjustments by adding grassroots memberships to their steering committees. Nearly half of the respondents indicated that they wished they had done a better job of involving grassroots groups in the initial stages of the partnership process. Almost all seemed sensitive to the fact that they had not included more grassroots representatives.

Very few partnerships include partners from the "faith community," which we defined as anyone affiliated with the religious community. University participation was ranked last by respondents.

Our Analysis: It was clear that business leaders and civic groups had been drawn into the partnerships' work which seemed to meet the goal of expanding the numbers and "types" of people traditionally concerned with children's issues. These partnerships were impressive efforts to expand the numbers of people involved in community problem-solving.

But grassroots leaders have criticized some of these initiatives as being too elitist and dismissive of the sentiments of indigenous neighborhood groups. These neighborhood critics have suggested that this "tops down" approach fails to engage the community in which these initiatives are focused. One person we interviewed said this approach could be stated as: "I'll tell you poor people what you need to do to improve your lives." In recent months, several of the community partnerships have adjusted their approach to include more representatives from local neighborhoods.

Besides the simple fairness of having grassroots people involved, critics have indicated that partnerships which are heavily weighted with business and civic leaders are more likely to see the world through their own "lens." By lens they mean that their perception of the world is likely to be distorted by their own experience and assumptions. A partnership may see children's problems as a creation of the poor themselves because they do not avail themselves of the opportunities available to them. Owing to this perspective, the partnership may try to make services more accessible. Or, business leaders may shake their heads in disgust about how inefficiently public and private services are organized. To the poor, however, the problem may be more structural in nature: what they believe they need are more good jobs so that they can make a decent living and free themselves from poverty. One critic we interviewed said: "The partnership may see the problem as children needing immunizations where parents may see themselves needing jobs which provide health care benefits."

Selection of Oversight Committee

Again, more than half of the respondents failed to answer the question regarding who had selected the membership of the oversight committee. From the five of those who answered, community foundations played a key role in three instances. In the three other situations, the local child advocacy organizations helped select the membership. In several cases, the Governor's office (once), the Mayor's office (once) and a business leader (once) helped in the selection process.

Our Analysis: Those who selected the partnerships' membership came from elite groups. From the proponent's perspective, keeping the selection process relatively closed to outsiders increased the likelihood that the partnership would bring "power players" to the table — the very people who would not otherwise be involved in examining children's issues. While some indicated they attempted to select broad representation of the community, in some cases **how** they engaged in the selection process contributed to some criticism by outsiders. Several people we interviewed,

both inside and outside the process, indicated that bringing indigenous people into the selection process itself during the initial stages would have stifled some of the elitist criticism which later surfaced.

Staff

We next inquired about the staffing of these ventures. While three of the thirteen sites did not respond to this question, the great majority had staff who had been loaned from sponsoring organizations. Three had been loaned from city government, two from foundations, and two from local United Ways. Three sites indicated that they initially had contracted with their local advocacy organization to serve as staff, while three other locales had hired their own staff. (These figures total more than thirteen because some sites had used several staff options.)

Staff Roles

We also inquired about the staff's role and function. The most common response was that the staff played an administrative role (in eight sites). The second most frequent role was more conceptual in nature: to analyze the problems children confront and to develop strategies to combat those difficulties (eight responses). Two sites indicated that the staff's primary role was public relations, while one partnership said that their staff performed research duties. (Again, there were more than thirteen responses because many sites saw their staff assuming more than one role.)

Use of Consultants

Of the thirteen sites, eight used consultants. Three had not used consultants, and we could not determine whether consultants had been used at two sites. Those who had employed consultants had relied on them heavily.

Demographic Information

In the next section of the survey we asked two demographic questions about: (1) the partnerships' general geographic focus, and (2) a more specific profile which included a description of age, socio-economic, and racial characteristics of the population on which the partnership focused.

Geographic Focus

Based on this survey, we believe that these partnerships self-defined the geographic focus of their work; that is they followed no prescription except their own judgement of what needs should be addressed. Twelve sites provided specific information about the geographic area on which the partnership focused. Four sites targeted specific neighborhoods based on the assumption that

targeted efforts were the best way to use their resources. Respondents indicated that generally these neighborhoods were densely populated areas with high numbers of children at risk as measured by health, crime, and socio-economic indicators. Three sites focused on their whole state. Another three partnerships chose one county. One partnership focused on a multi-county region of their state. And finally, one partnership targeted a five county area in two states, three counties of which were in one state and two in another.

***Our Analysis:** Most of the sites which focused on neighborhoods had a high level of involvement of university and outside consultants. The only common element in the three partnerships that had statewide focus was that they had active participation by child advocacy organizations. The conveners often struggled with the question of whether they should focus on one particular geographic area, or whether they should spread their innovative solutions more broadly. Since there are obvious investment and resource trade-offs inherent in either approach, whatever choice the partnership made seemed to be fraught with potential criticism.*

Population Profile

As indicated on page five of this report, the partnerships studied focused on children and their families. The ages of the children on which the partnerships focused is necessarily skewed by the fact that we included six sites from United Way's "Success by Six" initiatives. In all, eight of the thirteen partnerships focused on very young children. (The Austin Project focused on children and young people from infancy to 25, but initially prioritized their work on very young children.) Another five sites chose to work on issues related to children aged 0 to 18.

All the projects primarily focused on poor — or very poor — children and their families. Throughout their literature, partnerships referred to areas that were "economically depressed," or areas with high levels of poverty, drugs, and crime, or where there were many children in "severe need." Almost all the reports and mission statements we reviewed reflect the fact that the partnerships saw children in the context of their families. Several reports went to special pains to discuss how diverse "families" were.

***Our Analysis:** Many partnerships focused only on very young children. Some consciously chose very young children as a place to start their work consistent with a prevention agenda. Some partnerships admittedly focused on very young children to build community support knowing that many citizens are more sympathetic toward these children. Several interviewees candidly remarked that the public perceives younger children as both more vulnerable and more deserving than older children. They also recognized that by developing more programs for very young children, they could advocate for "programs that work" in ameliorating certain social or health problems. "We wanted to pick a winner" is the way one leader of a local partnership put it.*

By focusing on young children, however, some partnerships have subjected themselves to comments like the critic who said: "They're taking 'the easy way' out — they're 'ducking' the tough kids' issues." Another critic with whom we talked suggested that some partnerships had "all but abandoned" middle and secondary school-aged children, which, they suggested, ironically perpetuated poverty because some of these children were likely to be teen parents. In response, one leader, who also runs a child advocacy organization, indicated that his partnership may have focused on early childhood issues, "but we did not abandon our work on older kids' issues" which they addressed in other, non-partnership ways.

Needs Assessment

We asked the thirteen sites to describe any assessment which they had used to help them identify children's needs. So far as we could tell, only three sites — Austin, Cleveland, and Columbus — did a formal, *comprehensive* needs assessment before they started their work. More commonly, partnerships relied on previously completed needs assessments or more informal methods. (This occurred in four situations.) In three other instances, partnerships conducted interviews or focus groups in their community. Three other communities did no needs assessment at all. One leader with whom we talked said candidly: "We didn't want to bore them [the members of the partnership] with a whole lot of facts and figures; we just wanted to put them to work."

Charlotte's Door-to-Door Survey: Getting A Family Perspective

Charlotte's Success by Six partnership conducted a door-to-door survey to identify all the families with preschool children. Those families defined as most at risk were selected for intensive attention, linking them with needed services, providing counseling, and helping them develop goals for their futures.

In a summary of the Charlotte partnership, one writer said: "It makes a big difference when you identify barriers with a microscope — a much different picture emerges than does through large, aggregated studies. [Charlotte's] Success by Six's microscope was its door-to-door survey of community residents. It was not until this survey was completed that it became clear how many single parents have multiple preschool children and no access to services."

Our Analysis: As we discussed our findings among ourselves, we were struck by what one interviewee said about how many partnerships started their work. She said: "It seems like a lot of these partnerships operated under the assumption of 'Ready, Shoot, Aim,'" by which she meant that some of these partnerships were so anxious to produce something quickly, that they did not do some of the necessary preparatory work. As a result, some of the partnerships may not have adequately thought through what they wanted to accomplish. For example, one critic noted that the partnership in her area had failed to develop a set of principles, a mission statement, or any operating assumptions.

Particularly for those communities who relied on national models for their work, outsiders have suggested that their using a prescriptive, "cookie cutter approach" did not take into account the unique needs of their community. (However, by choosing early childhood issues, some partnerships left themselves open to considerable criticism, a subject which we address beginning on page 26.) Proponents of using national models argue that they were shortening the learning curve by using others' experience. They also indicated that when they used national models, they customized their approach to their community.

Critics of the Austin and Cleveland projects have suggested that the needs assessment process slowed their work, and may have been too "ivory tower academic." On the other hand, these initiatives *did* invest time in carefully considering what their problems were.

General Approaches Utilized: How the Partnerships Addressed Problems

On the basis of our interviews with insiders and critics as well as our review of the written materials prepared by the partnerships, we identified four general approaches: (1) systems redesign, (2) comprehensive neighborhood-based, (3) comprehensive city or county wide and (4) early childhood. We recognize that most partnerships were involved in many activities, but our designation was based on the primary focus of the work in which they were currently involved. (One reviewer of this report described our categories as an "apples and oranges" typology. We agree that our four categories include very diverse approaches.)

Orange County and the WIC Program: Being Flexible and Politically Involved

The Orange County (California) Success by Six partnership was flexible enough to shift gears from its planned activities when an opportunity presented itself. This story seems to illustrate that there are some benefits in engaging in "political issues" for local children.

According to the local media, a county official decided to turn back federal funding available through the state of California because the county did not have sufficient office space to disburse benefits. The additional federal monies could have been used to expand the number of families receiving nutritional help through the Supplemental Food Program for Women, Infants, and Children (WIC).

The Orange County partnership swung into action and collaborated with their county health department. They met with city councils and planning departments to encourage WIC participation. They acted as a facilitator by assembling key community leaders to discuss the issue. The partners also assisted in developing an emergency loan program to help develop more WIC sites.

As a result, 2,000 more Orange County families will receive nutritional services in sites throughout the community during the Fall of 1994. By 1996, Orange County's WIC caseload is anticipated to increase by 57,000 persons.

We found two partnerships involved in what we refer to as *systems redesign*, by which we mean that they were involved primarily in designing new approaches to deliver services to low income children and their families. These partnerships were attempting to develop a more comprehensive, efficient, easier system of delivery. (We believe that the Spartanburg and Arizona projects reflect this approach. The Arizona partnership was a far more comprehensive effort, while the Spartanburg partnership focused on developing a "one stop" service center which coordinates services in their community.)

The second general approach we called *comprehensive neighborhood-based*. Using this approach, partnerships focused on one or several neighborhoods within a city by engaging in a comprehensive "community building" strategy for the families in their focus areas. These projects based their work on a needs assessment, had written detailed plans, relied on building on the strengths of the neighborhood, and were either very or moderately

**"Systems Redesign" Partnerships:
Changing Systems of Service**

Two projects, in Arizona and Spartanburg, South Carolina, decided to focus their efforts on designing new ways to deliver services to children and families. Each partnership took a somewhat different approach toward making a more efficient and productive service delivery system for the families in their area.

In Arizona, the Partnership for Children included the Arizona Community Foundation, the Tucson Community Foundation, various state and local government agencies and officials (including the Governor's office) the state's child advocacy group (The Children's Action Alliance) non-profit agencies (including the United Way) as well as representatives of the business community. In late 1991, the (Arizona) Partnership for Children received a \$600,000 multi-year grant from the Ford Foundation which helped fund the preliminary work of the Partnership. They recently produced a "system design" report which proposes dramatic changes in the way services are delivered. The proposed system is based on "twelve guiding principles." This new system of service will be implemented in three demonstration sites in Tucson, Phoenix, and Casa Grande.

In Spartanburg, South Carolina, United Way of the Piedmont coordinates and administers the efforts of the Villages Partnership Project (VPP). (The Spartanburg County Foundation had earlier released a "Critical Indicators" report which documented demographic trends.) VPP focused on developing and delivering an intensive, comprehensive, and integrated system of support services for infants, toddlers, and preschoolers from low-income families. With twenty four separate partners which included various state and local government agencies as well as non-profit groups, the Villages project renovated a 20,000 square foot grocery store in a strip mall. The Spartanburg partnership decided to "co-locate" all the services which low income families needed all at one site. The partners who were involved in the Spartanburg work were referred to as "paradigm breakers" because they were able to envision new systems of service, ideas which may have eluded service providers. Because of the credibility that the United Way of the Piedmont brought to these efforts, the Villages Partnership was able to secure a 1.5 million dollar grant from the federal government.

interested in economic development. (We believe the Austin, Cleveland, and Columbus, Indiana partnerships reflect this approach. Owing to their funding and perhaps size of the cities, the Austin and Cleveland partnerships were much more comprehensive than was the smaller city of Columbus. For those interested in how a small city can work in neighborhoods, we thought the Columbus partnership merits serious consideration.)

The third approach we referred to as *comprehensive city or county wide* because it focused on a whole community as opposed to several neighborhoods. Even though we used the word "comprehensive" to describe these partnerships, they generally did not meet the same criteria as the comprehensive neighborhood-based projects in our second group. (We believe the Jacksonville and Flint partnerships can best be described as comprehensive city or county wide projects.)

The fourth approach in our schema was the *early childhood* type of partnership where states and communities focused on enhancing existing programs which assist young children and their families — or created new programs to provide more opportunities for these families to access services. These projects varied widely. Some were just starting to increase services while others had a proven track record of making more early childhood services available to the children in their locale. (We believe the Baltimore, Charlotte, Kansas City, Montgomery, New Jersey, and Orange County partnerships reflect this early childhood approach to varying degrees.)

***Jacksonville and Flint:
Examples of Comprehensive City and
County Wide Projects***

Jacksonville, Florida and Flint, Michigan are examples of what we refer to as "comprehensive city and county wide" partnerships.

In Flint-Genesee County, the Priority '90s partnership tried to challenge the conventional wisdom about children's issues by providing a forum for new ideas and innovative models. (The membership partnership included the local community foundation and United Way as well as the business community.) Their approach is reflected in their motto: "Kids to school ready to learn. Graduates to work ready to earn." They focused on the whole community by redirecting private funding priorities toward prevention programs including efforts to increase immunization rates. They have been prolific in their grant writing efforts which have generated \$800,000 in new funds. (They also supported seven other grant applications by local agencies for more than two million dollars.)

In Jacksonville, the "Whatever It Takes" mobilization was led by Mayor Ed Austin and directed at making a model city for children. Resulting from this effort was the addition of 1.7 million dollars in new city funding for "family-centered, neighborhood-based, collaborative, outcome-oriented and economically sound" programs. While some of the funding was specifically directed at three public housing projects, the whole community was the focus of the mobilization's efforts.

Results and Outcomes

Some Initial Caveats

In our survey, we inquired about each partnership's "greatest success" and what they had achieved in measurable terms. Before presenting information on results and outcomes, however, we would like to reiterate several clarifications about the goals of this study — and of the partnerships on which we focused. First, we did not attempt to evaluate these partnerships in the academic sense of that term. We were conducting a policy analysis of these projects which, as we discussed earlier, has a different goal.

Second, as the cover of our report indicates, this is a *preliminary* study of partnerships. As we earlier reported, slightly less than half of these initiatives had been developed prior to the last two years. Because most of the community initiatives are in the fairly early stages of their work, dramatic changes in children's lives cannot yet be documented.

In our analysis of the interviews, we gleaned two general types of outcomes from the responses. The first are what we refer to as *organizational or internal outcomes* which concerned the internal activities of the partnership. The second are *programmatic or family-focused outcomes* which impact children and families. Many of those we interviewed felt it was important to recognize that a partnership must engage in an exploratory process. This process includes considering a plan of action and forming relationships between the partners before proceeding onto achieving programmatic outcomes.

Early Childhood Partnerships: Montgomery, Alabama: An Example of United Way's Success by Six Initiative

Throughout the country, the United Way of America has encouraged its affiliate organizations to consider the Success by Six model first used in Minneapolis, Minnesota. The Montgomery Success by Six took special pains to document the outcomes of its early childhood initiatives.

According to a specially-designed brochure, the Montgomery Success by Six has produced a child health access project, a "comprehensive and collaborative, neighborhood based, prevention-oriented network of services." Participating agencies and organizations have developed a program for pregnant teenagers and new mothers, a home instruction program for preschool youngsters (HIPPY), a parent resource directory, anti-pregnancy and anti-HIV workshops for teenagers, a "kindergarten roundup" designed to increase kindergarten enrollment, a parenting fair, and a soon-to-be launched corporate volunteer program. They also have provided dinner twice a week to 150 children in one neighborhood.

Organizational or Internal Outcomes

At least six of the partnerships reported that their greatest success was *in bringing people from different sectors together*. Having convened such a diverse group, the partnerships managed to raise the consciousness of more people about children's issues. (One person described this process as "developing a new cadre of advocates from the corporate or civic community who were not 'the usual suspects' who typically discuss children's issues.")

Another process outcome which resulted from the formation of these coalitions was the development of *a formal community plan of action*. (Austin and Cleveland had the most sophisticated of the plans we reviewed.) Even if they did not develop a formal plan, almost all the partnerships had developed a consensus document which referred to the partnership's mission and goals.

Four projects mentioned the fact that *corporate leaders for the first time had been brought to the table to discuss children's issues*. And finally, at least a third of the partnerships indicated that they had increased public awareness of children's issues. This awareness, they asserted, was a natural prerequisite to gaining public support for children and family issues.

Our Analysis: For "local experts" who already had been involved with children's issues for many years prior to the formation of these partnerships (like child advocates, providers, or government officials), the initial consensus building process seemed agonizingly slow. Because service providers and advocates' experience has led them to believe that the solution to children's problems is self-evident, this developmental process has been criticized as being unnecessary. "Ask the local experts" would have been their likely suggestion to the partnerships. But the partnership leaders often were interested in developing more creative solutions to children's problems which went well beyond the "traditional" ideas of service providers and advocates.

Almost all the projects privately indicated that the process of creating and facilitating the partnership could be an exhausting endeavor in itself. The arduous work associated with the partnership's initial work cut two ways. One exasperated staff person said: "Just getting everyone into the room was tough enough. On the one hand, several projects discussed how exhilarating and rewarding the initial work was. On the other hand, 'Now we're turning to solutions and finding that it's complicated stuff.'" Further, one person who participated in one of these partnerships said, "Just getting people involved isn't enough. Really helping children is about taking risks and suggesting hard reforms."

As the discussion section of this report will review in more detail, just publicizing information about children does not mean that action necessarily will occur. Some follow-up political work usually must occur to ensure results.

Programmatic or Family Focused Outcomes

Several projects were able to document specific child-focused outcomes which resulted from the partnership. Other projects could not provide such information because they

were in the process of implementing their work. Others kept better process than program records. In Jacksonville, for example, some additional funding had been secured for a Community Coalition for Children from a dedicated source of revenue. In New Jersey, the Invest in Children partnership established a capital fund for early childhood facilities (*see box on page 21*).

In other locales, partnerships targeted specific programs. For example, in Columbus they focused on increasing the number of children enrolled in after school programs in their community. In Spartanburg, they developed a "one stop" service center where many agencies could provide services to children and families. In Kansas City, the partnership increased the number of children immunized. In New Jersey, the participation in the school breakfast program increased as a result of the partnership's work and the number of Head Start facilities available to poor children was expanded. Montgomery, Alabama has coordinated a series of programs for young children (*see box on page 21*). The Orange County, California partnership developed an immunization reminder and incentives project for 500 parents and they expanded the WIC program by helping the county provide more WIC nutrition sites (*see box on page 18*).

Enhancing the System's Capacity: N.J.'s Early Childhood Facilities Fund

New Jersey's "Invest in Children" partnership is comprised of business leaders, child advocates, and other people interested in the status of young children. After reviewing a 1987 Committee on Economic Development report on young children, the partnership decided to focus on Head Start and WIC programs. Its major project was to develop an Early Childhood Facilities Fund, a loan program for the state's Head Start programs. By using these funds, the Head Start programs could develop or renovate their physical facilities so that more children could be served.

The partnership secured over 2 million dollars in operating funds and loan capital from several foundations and corporations led by the Prudential. In its first full year, eleven Head Start facilities were renovated at a cost of 7 million dollars. As a result of this program, 1,000 additional children were able to enroll in Head Start.

Our Analysis: *It was clear from our interviews that these partnerships were involved in very creative work to improve the lives of children. It also seemed clear that these partnerships had expanded the circle of people who are interested in children. However, we were somewhat surprised at how few outcomes were documented by the partnerships. It was encouraging to hear at least three projects mention that they were going to have their partnership evaluated so that results could be more adequately measured.*

Criticisms

From our interviews with people inside the partnership, as well as those "outsiders" with whom we talked, we found that criticisms of the partnership came in two general forms. First, both insiders and outsiders commented about the partnership itself. Their remarks focused on what issues we refer to as organizational or internal issues. Second, a set of programmatic (or family focused) surfaced which addressed the outcomes of partnership efforts. These external criticisms address some of the fundamental assumptions made by these partnerships. (*Our analysis for both internal and external issues has been combined on pages 22 and 23.*)

Greater Kansas City Immunization Project

The Partnership for Children, a joint initiative of the Heart of America United Way and the Greater Kansas City Community Foundation and Affiliated Trusts, reported in its 1992 Report Card that half of the children in Kansas City are not immunized on time. To answer the call for action, the Partnership joined forces with the Mid-America Immunization Coalition, a collaborative effort of 40 private and public health care providers. According to the Partnership, "this alliance packed a powerful punch on behalf of immunizations and children's health, combining the metropolitan area's preeminent medical experts with determined community and corporate leaders." Since 1992, successes include:

- *over 7,500 children have received over 18,000 doses of vaccine in three weekend immunization campaigns at malls and other convenient locations*
- *an immunization van, purchased with support from numerous corporate sponsors, and operated by the Swope Parkway Health Center, which will take immunizations to children in their communities*
- *increased parental understanding of the importance of immunization which increased from 33 to 74 percent as a result of their media campaign*

Organizational or Internal Issues

By "internal," we mean concerns that were raised about the membership of the partnership, its staff, its general approach, its inclusiveness or exclusiveness, and its method of operations. By far, the most common criticism raised by both insiders and outsiders was the exclusion of certain people or organizations from the membership of the partnership. On the one hand, those we interviewed indicated that neighborhood and indigenous groups were excluded in at least seven

partnerships — a fact about which these partnerships were all too aware. (Other respondents may not have mentioned this as a problem, but their answers to other questions revealed this as an issue.) One partnership leader said: "Sometimes I think all we're doing is pointing our fingers at poor people without really engaging them." As a result of this criticism, many of the partnerships took steps to reach out to indigenous groups or to include them as new members. "Expand your referent group. Don't be limited by your comfort zone, nor by professional snobbery" was the advice of one partnership leader. *The Cleveland Community Building Initiative seemed to be more sensitive to grassroots organizations than the other partnerships we studied. (see box on this page) Even in Cleveland, however, some grassroots activists complained that they were not sufficiently involved in the partnership's work.*

Furthermore, "service providers," those agencies with a long history of providing direct services to children and families, sometimes also found themselves excluded. (One of the reasons that the partnerships we interviewed often excluded service providers was that they were focusing on the business community which was one of the criteria we used to select the partnerships in this study.) "There's definitely some resentment from 'people working in the trenches' " is the way one leader put it. As previously indicated, excluding some of these agencies was intentional because the newly formed partnerships wanted fresh ideas unencumbered by struggles over agency turf. One partnership leader put it bluntly: "They're the problem — that's why we didn't include them!" The question of whether service providers are being unduly defensive, or partnership officials are themselves engaging in well-meaning arrogance, is a matter of perspective.

Related to the exclusion problem was the issue of communication. A third of those we interviewed indicated in one way or another that the partnerships were not communicating to the various "publics" who were interested in their work. One of the more veteran leaders said that if he had to do it all over he would "enhance communications. I should have paid more attention to that." (As the "Some Lessons from Rebuild LA" box on page 29 illustrates, explaining what role the partnership is *not* going to play is as important as explaining the function it will meet.)

***Sensitivity to Low Income Families:
The Cleveland Experience***

Being sensitive to grassroots groups and low income families was a central aspect of the final report of the Cleveland Community-Building Initiative. Shying away from finger-pointing, CCBI's executive summary includes the following as two of their five principles:

- "An individual community's strategy should begin with an inventory of assets, not of its deficits."
- "The local communities themselves must be actively involved in shaping strategies and choices."

CCBI went from principles to reality as they started implementing their project. For example, the description of each "village" on which CCBI focused, begins with a list of attributes.

In addition, about a third of the respondents indicated that doing partnership work was exhausting and sometimes discouraging as organizational issues came to the forefront of the partnerships' activities. "Like any enterprise," one staff person said, "you've got your share of nagging about very time-consuming things which disrupt the real work of the partnership. We've had to struggle with squabbles over who gets credit, trying to keep everyone happy, or assuring that people will stay focused and impassioned." We heard from about half of the insiders we interviewed that quite a bit of organizational resources was expended on these issues. One of the partnership people said it best: "On my good days I am exhilarated by the people with whom I work and the urgency of children's problems. On my bad days I often feel that we are pointing out problems and developing plans, but I wonder whether we are **really doing** anything?"

Who Gets the Credit?

In an analysis of a Success by Six project, one writer said this about the struggle which sometimes occurs over who should receive praise: "Credit has to be negotiated and shared among... members. Each member's need for credit can be put on the table and understood by the collaboration as a whole. Then, credit is negotiated so that each party gets at least some of what they need."

And finally, some people criticized the partnerships because they had failed to recognize the work of other community initiatives which already were working on children's issues. (For example, in one community we studied, four separate children's partnerships were underway.) Only in Columbus, Indiana did we sense an appreciation that other community-oriented, problem-solving efforts were underway to which the partnership should be attentive.

Programmatic or Family-Focused Issues

By "programmatic," we mean those issues directly related to solving the problems of children. Many of the partnerships focused on early childhood issues. Commenting on this subject, one of the leaders candidly admitted: "We decided to support 'proven programs' which would not be too controversial." Another partnership staff said that by deciding to make a "strategic use of the business voice," they selected early childhood programs as a good match because these programs were simple to understand and so efficacious. "Helping businesses get a few wins" before going onto other more substantive issues was the pragmatic way one partnership representative put it. Some of those we interviewed indicated that they started on early childhood issues to build a sense of cohesiveness among the partners. They hoped their early successes would help their partnership move to older children's issues. And finally, several indicated that they had focused on early childhood issues on the advice of their consultants.

A related comment made by some of the partnership staff was a concern that some of the older initiatives had not gone beyond enhancing existing programs. We did sense that some of the older partnerships wanted to move from programs to policy oriented work. "It's much more difficult than I thought to 'ratchet people up' to do advocacy work — it seems to confuse them." A critic suggested that the local partnership was "hung up on a categorical approach," rather than structural reform.

Another critic predicted that "businesses are never going to use their power on a children's agenda." Another partnership staff said that her experience in raising the more complicated or political dimensions of children's problems "made [business people] uncomfortable." She indicated that whenever these political discussions took place, everyone's body language changed — "they literally shifted in their chairs as we talked." It was her preference that partnerships "push the envelope by working both ends" of the process — by developing or improving programs while also advocating policy solutions.

The programmatic approach (rather than policy approach) came under fire from critics who pointed out that some partnerships were focusing on what one person called "quick and dirty results." For whatever reason, a common criticism of some partnerships was their inability to address structural reforms which might change the economic conditions under which many children live.

*Corporate Policy Advocacy for Children:
A Trend or an Aberration?*

On March 6, 1991, "five of the nation's biggest corporate heavyweights" travelled to Washington, D.C. to make an unusual appearance before a committee of the U.S. House of Representatives. They did not come to discuss tax, environmental, or economic policy. Instead, the top executives of Prudential Insurance, AT&T, Bell South, Honeywell and Sky Chefs testified in support of more money for WIC, a nutrition program for low-income women, infants, and children (Smith:1994:109). "The testimony by the top executives ... was clearly one of the most important events of the last five years in putting the [WIC] program on track and getting full funding," one inside-the-beltway poverty expert recently remarked (Sterne:1994:39).

This important testimony is seen as a harbinger of good things to come from the corporate community. To date, it is unclear how often corporate leaders champion changes in social service, nutrition, health, and financial assistance policy. Many of those we interviewed hoped that by involving corporate leaders in partnerships like those described in this report, these executives would be more inclined to participate in the public policy process for children.

Our Analysis: *In our view, at least a third of the sites studied had tried to be comprehensive and visionary. A smaller number were able to mobilize new resources or had made services more accessible — reforms which address the needs of many children in their area.*

Reflecting upon the increased expectations that had been raised by involving the corporate and civic community, some commentators were disappointed that many of the partnerships had produced such gradual and incremental results. One critic said that a "partnership fever" had swept her community and that those involved did not understand "the complexity of feeding and sustaining a partnership." On the other hand, critics of some partnerships indicated that these partnerships had "assumed the politics of scarcity" — the presupposition that the reduction of childhood poverty could be accomplished without any significant infusion of private and public funds. (Again Austin and Cleveland were the exceptions to this general observation.)

On the basis of this survey, it seems that partnerships struggled between wanting to be bold and comprehensive, and accepting easily achievable, but incremental results. One critic was disappointed with the "very timed agenda" her partnership had proposed. "It did not meet my vision of what needed to be done," she said. Striking a balance between these two extremes challenged most partnerships.

The inability of corporate-led initiatives to develop a "grand scheme" is reflected in one of the seminal works on the political life of cities. At one point in Clarence N. Stone's classic study of Atlanta, he concludes that business-oriented groups are "guided by 'opportunities'... and not a 'grand vision' of what the community could be" (Stone: 1986:206). Others would counter that argument by reminding us that corporate groups are not the only groups who have difficulty developing comprehensive plans for children. Government agencies and non-profit organizations also are sometimes guilty as well.

The failure to anticipate some of these problems often hurt the initial efforts of partnerships in three ways. First, the effort may have fizzled because energies were diverted by other non-child problems. Second, and far more significantly, the reluctance to consider internal issues before implementing a plan ultimately hampered the ability of these new initiatives to actually meet the needs of children. And third, for other cities considering such partnerships, there often was no honest, neutral party to whom they could turn to advise them on the potential pitfalls in implementing such initiatives.

In some cases, some of the rhetoric about what these partnerships would — or already had actually accomplished prevented honest appraisals of their work. In other words, the partnerships' public relations work set up a barrier to later evaluating their own work. In three communities in our survey, we found that the partnerships had engaged in some internal and external evaluation of their efforts or were discussing doing such an evaluation.

DISCUSSION: SOME SIMMERING QUESTIONS

Introduction

Reflecting our nation's diversity, we found among the thirteen sites we studied an exciting mix of innovation and creativity. We also saw caring people hard at work to improve the lives of children. Taken together, these partnerships comprise an impressive body of work. There is no doubt that the communities are better off as a result of the work of these partnerships. At the same time, as the Findings section of this report suggests, there are nagging questions which confront these partnerships as they evolve. This section of the report includes our discussion of some of the implications of their work through the eyes of a local child advocacy organization.

Partnerships Fill the Political Vacuum And Encounter Unrealistic Expectations

The increasing number of poor American children did not surface overnight. It resulted from a confluence of economic, social, and cultural factors. Among the most important reasons for the precipitous increase in childhood poverty are: the restructuring of our economy which affects the kind of jobs available for parents, changes in the marital status of parents, problems our public schools have in preparing students for the world of work, and changes in our cultural values.

Some Lessons from Rebuild LA

"Rebuild LA," a community partnership which was developed after the 1992 Los Angeles riots, was not among the 13 sites in this study. Rebuild LA has been the subject of much scrutiny. A recent New York Times article entitled "Some Lessons for Other Cities," makes the following suggestions about the partnership work:

- *define realistic goals clearly, and do not allow outsiders to tinker with them;*
 - *communicate clearly the function of the organization — and what you do not plan to accomplish;*
 - *build coalitions among minority communities early on; and*
 - *understand the role that local politics play.*
- (Simms:1994:F-5)*

These problems, which affect the lives of countless children, have been under-debated for the last twenty years. As a result, when the community partnerships in this study were developed, many outsiders and commentators hoped that these initiatives would "solve" the pent-up problems of their communities. For the most part, the community partnerships described in this study did not intend to produce earth-shattering results — even though many believe something dramatic should occur. In some senses, these community partnerships are being blamed for systemic

problems which are beyond their control. In a speech last year in which he discussed the lessons he learned, one partnership leader suggested: "Resist the temptations of overselling, overstating, and overwhelming."

By entering into this political vacuum, community partnerships have been subjected to harsh criticism for not undertaking more fundamental and structural reforms. Given the traditional role that government and philanthropy ordinarily play in resolving dilemmas like child poverty, it was probably unfair to expect such partnerships to meet these enormous challenges.

Using Communications Strategies: Examining "Mental Models" and "Personal Constructs"

One of the fundamental dilemmas which has plagued our republic since its founding is the struggle between principles of *individualism* (and its implicit focus on self-interest) and *interdependence* (and its belief in our shared commitment to each other). Although Americans pride themselves on being a child-loving people, the historical record often reveals that as a matter of public policy, Americans can be cold and indifferent to other people's children. (See the final note in the bibliography in Appendix 4 for a listing of some of the literature on "other people's children.")

As the illustration in Appendix 5 shows, some Americans naturally "filter out" the concerns of "other people's children" who may live across the street, across the road, across town, or in another part of their state or country. This psychological process generally refers to people developing "mental models" or "personal constructs" which filter out certain information. These explanations help explain why some people may deny the reality of childhood poverty. Those partnerships that rely on public awareness as a strategy should consider whether they are taking these psychological issues into account.

Columbus, Indiana, Jacksonville, Florida, and Orange County, California

Confronting the "Other People's Children" Problem

Several partnerships in this study addressed the issue of how to communicate concern about "other people's children" (see narrative on this page and in Appendices 4 and 5). In Columbus, Indiana, the Focus 2000 Children, Youth and Family Initiative makes an explicit statement about these children and the community's responsibility to them. The final Focus 2000 report begins by saying that it is centered "on the belief that children and youth are a treasured and valued asset and that the entire community should accept responsibility for their well-being." The vision statement for the Orange County Success by Six project prominently displayed the following sentence: "Our community will take responsibility for our children by providing opportunities that prepare them to succeed." Jacksonville included the following statement in their materials: "The possibility that our children may never realize the American Dream is a real threat which we all must fight to prevent. But to do this, we need to change our priorities and each take responsibility." Other projects used similar language to express their obligation to all community members.

Inclusion/Exclusion: Looking for "Boundary Spanners"

The good news about this study is that so many of the partnerships in mid-course corrected their initial approach and were including more indigenous groups in their membership. The bad news is that many of the partnerships initially were "unable to imagine other kinds of associations that are emerging — organizations open to all citizens and with a broad focus on the well-being of the community as a whole" (Mathews:1994:163).

The development of a community vision by a diverse community group, as described by David Mathews of the Kettering Foundation, is "an exercise in discovery." It is also very hard work; it takes consummate patience and compassion to engage and listen to others with whom you may disagree, while keeping an open mind to their best ideas. For all of us, this inclusive type of organization and process is something to which we are unaccustomed. Too many of the partnerships we studied had not done the arduous work of hammering out a consensus among the diverse groups which comprise a community.

Economic Development: A Child's Best Friend?

In a 1987 study conducted by the Coalition of Human Needs sponsored by the Ford Foundation (Coalition:1987), randomly selected poor people throughout the country were asked what they saw as solutions to poverty and how they would change existing poverty programs. Forty percent said that government should help make better jobs available. Fifty two percent said that education and training are the keys to ending poverty.

"For most people interviewed, the problem was not the availability of jobs but the types of jobs that were available" (Center:1987:6). More than 80 percent of those interviewed had been involved in some type of volunteer or self-help activity which they felt "had enabled them to help others" (Center:1987:6).

Austin & Cleveland Focus on Economic Development

The Austin Project developed four objectives for its five-year neighborhood plan. Two of those objectives focused on creating: (1) accessible paths to the workforce and professions, and (2) expanded employment opportunities. (In some quarters, this neighborhood based economic development is called "community revitalization.")

The Cleveland Community Building Initiative (CCBI) also acknowledged the importance of economic development. As one of its five strategic areas, CCBI discusses "investment" in its plan through job creation and job training.

By acknowledging that career education, job training, and job creation are important strategies in helping families, the Austin and Cleveland partnerships went beyond "service delivery issues" by considering the "structural" (or economic) causes of family poverty.

The corporate partnership "Rebuild LA" (RLA) has been the subject of much criticism in recent months for failing to include all of Los Angeles' diverse population into the process and for not meeting the community's expectations. Having admitted these as weaknesses, this West Coast initiative has at least focused on what some say is the right issue: *economic development*. By hiring a prominent former city economic development official who is also a businesswoman, RLA has sent the message that its primary mission will be creating and retaining jobs.

While the jury is still out as to how many jobs will be created by virtue of RLA's work, some poverty experts believe that economic development is as important to children as any other effort. However, even this promising aspect of the partnerships' work is hotly debated with some contending that creating jobs in inner city areas inevitably will fail based on similar efforts in the past (Lemann, 1994).

Investment of New Government Resources in Children: Now or Never?

During the last twenty years investment in children's programs has been a politically taboo subject in some quarters. "We can't afford to spend more money on social welfare programs — we spend too much already" is a common hue and cry. Some disagree with the premise that the United States is spending too much on children; others have considered ways of reallocating government funds in order to finance children's programs (Ford:1989:7,80-84). As previously indicated, we were somewhat surprised that *some of the partnerships assumed the politics of scarcity* — the argument that there is no substantial money available for programs that help children. (To cite one example of the failure to challenge this assumption, a report prepared by one Success by Six project we reviewed included an objective-by-objective chart. In the column marked "financial resources needed," the report seemed to proudly announce that no new financial resources were required — or that one of the sponsors would pay for it with in-kind support.)

We certainly recognize that money alone is not a panacea, but we also are aware of the numbers of Americans who have benefited from major financial investments in government programs. For example, many veterans were educated through the GI bill, received government assistance for buying their first house after the World War II, received a government-sponsored grant in aid for vocational school or college. Other Americans have received more from Social Security than they paid in, or have been unemployed due to restructuring or downsizing and received short-term financial assistance. Most people would agree that government programs like these are not onerous nor do they breed dependency.

Moving from Categorical (Programmatic) Solutions to Policy Solutions

The partnerships described in this study also are a part of America's tradition — a history of caring people who stepped forward to help others. They are like the associations to which Alexis de Tocqueville referred to in 1835 as so distinctly American (Tocqueville:1966). They are

commendable private initiatives to engage the public in efforts to improve the lives of children. However, *they are no substitute for good public policy*. A recent Ford Foundation report says: "It has remained clear that private charity and voluntarism, as important as they are, cannot fully meet the social needs of our citizens. Government participation is essential..." (Ford:1989:4).

How many partnerships will "ratchet-up," as one person we interviewed called the process of moving from programs to policy? Thus far, some corporate and civic leaders have stepped forward to take a hard look at what is causing child poverty and then put their imprimatur on standing behind bold initiatives. Regrettably, they are a small group. We hope in the future more partnerships will move from programs to policy.

The Urgency of the Problem: The Call for "Comprehensive" Reforms

For those who review the data and actually listen to children and their families, the present and future for too many American children look bleak. While some accuse child advocates of hyperbole, the data are abundantly clear that a quarter of the children in cities and small towns are imperiled. At the very least, we agree with the recommendations of many of the nation's largest foundations and poverty experts: *efforts to combat poverty must be comprehensive, rather than focusing on developing or improving one or two categorical programs*.

In our view, this comprehensiveness should take into account the three levels at which the American citizenry operate: (1) those people who want to mentor and volunteer, (2) those people who want to create new programs or make access to existing programs easier, and (3) those who are interested in changing policy which affects large numbers of children and their families.

During the process of completing this survey, we saw several projects which were operating under this comprehensive assumption. For the others, we recommend a reexamination of their mission to determine if, as one of our respondents said, "they can push the envelope" by working at all three levels of citizen interest.

Future evaluations of these partnerships probably should address the extent to which some of the elitist criticisms have been tempered or negated. They should examine whether the membership of these alliances includes "boundary spanners," people who believe strongly in "getting all of the stakeholders to the table" for the betterment of the whole community (Mathews:1994:164).

CONCLUSION

Like any preliminary study, this report raises as many questions as it answers. The community partnerships which are the focus of so much work by volunteers and professionals begs for more evaluation. We hope this report encourages present and future partnerships to formally and continuously reflect on their work. By documenting their successes and discussing what activities may have diminished from their overall efforts, these partnerships may better meet the goal of maximizing resources to help their community's children.

APPENDIX #1
SUMMARY OF METHODOLOGY

METHODOLOGY

Collection of Background Material

Kentucky Youth Advocates (KYA) collected background material on partnerships for over a year before beginning this study. We collected materials from newspapers, partnerships, United Ways, The Coalition of Community Foundations for Youth, and think tanks like the Center for the Study of Social Policy, and the National League of Cities, and the National Association of Counties.

KYA also conducted preliminary telephone interviews with three partnerships in different parts of the country to get a general sense of why they were formed, what goals they were trying to accomplish, and under what assumptions they were working. These initial interviews helped shape the focus of the study.

The Sample

We sought to survey a sample of partnerships that would represent a broad range of sizes, ages, membership, locale, budgets, and focus. We deliberately excluded partnerships organized or sponsored by government agencies or service providers. We interviewed several large partnerships of considerable renown, including The Austin Project, as well as lesser known efforts like those in Santa Clara County, California and Columbus, Indiana. The focuses ranged from early childhood "Success by Six" programs to efforts to improve the conditions of a particular neighborhood. In the end, we interviewed representatives of thirteen different partnerships.

We hope that our results can be generalized to other partnerships in other communities. As a first look, however, this study should stimulate additional research on the growing partnership movement.

Data Collection

KYA, with the help of four Metro United Way (MUW) staff, developed a survey instrument with five general areas of inquiry:

- Background information, including sponsors and members of the partnership, staff, and budget
- Population and geographical areas on which the partnership focused
- Needs assessment process

- Strategies for addressing the needs
- Outcomes of the partnership's work and general strengths and weaknesses of the partnership

KYA and MUW then contacted representatives from the partnerships in which we were interested, explained our purpose, and requested an interview. From February through March 1994, KYA and MUW staff conducted phone interviews with representatives of nineteen partnerships. The interviews lasted approximately an hour each.

The interviewers were responsible for summarizing the data from the interview and providing a brief analysis of the findings. We met as a group for a three hour session in which we discussed our collective data. KYA then further analyzed the findings and began to write the report.

Writing the Report

After we analyzed the data, KYA prepared a first draft summarizing and discussing our findings. Staff at Metro United Way reviewed the draft and returned it to us with comments and revisions. We presented this report in its initial form to the attendees of the Coalition of Community Foundations for Youth on June 22, 1994 in Kansas City.

We completed the final draft in mid July and distributed this final report to a wide audience, including staff from all the partnerships and the outsiders we interviewed. We also contracted with Stephen R. Bing of the Massachusetts Advocacy Center to review this report on a conceptual level.

After a six week period, we closed the comment period and revised the report.

APPENDIX #2

COPY OF SURVEY INSTRUMENT

(Note: The amount of space after questions has been reduced to save printing costs. The original survey form was ten pages long which allowed interviewers more space to write the respondents' answers.)

SURVEY OF PARTNERSHIPS FOR CHILDREN AND FAMILIES
Kentucky Youth Advocates, Inc. and Metro United Way

Name of Person Interviewed: _____

Name of Partnership: _____

Address: _____

Phone: _____ Fax: _____

[Before you start, remember to explain purpose of study again, assure confidentiality, offer to send a copy of the report. Ask if they have any questions about study before you begin.]

I. Background Information

1. Tell me a little about what you do, your position or role in the partnership.
2. Tell me about how the partnership got started. When was it formed? What was the major impetus for creating your partnership? [Probe for people who have played major roles, events that provided initiative.]
3. Who are your principal partners or sponsors?
4. What are the partnership's major funding sources? What is the partnership's current budget? Has the total budget grown or declined over the years?
5. How many members are on your board or steering committee?
6. We are interested in finding out how different sectors of the community were represented in your partnership. In the initial questions we sent you, we included a scale on which a 1 indicated no representation by a particular group, a 3 meant moderate representation, and a 5 meant very heavy representation. Would you please refer to that scale and tell me your answers? [Encourage the interviewee to make estimates — we are just looking for a general picture. Circle the answer.]

1 2 3 4 5	business
1 2 3 4 5	government
1 2 3 4 5	university/academics
1 2 3 4 5	private non-profit
✓ 1 2 3 4 5	civic groups (i.e., Kiwanis, Junior League)
1 2 3 4 5	grassroots or neighborhood groups
1 2 3 4 5	the faith community
1 2 3 4 5	others (please specify) _____

7. Who chose the members? What criteria were used to select them? [Probe: Were you sensitive to race, gender, etc?]
8. Who serves as staff for your partnership? [Probe: were they paid? On loan?]
9. What criteria were used to select the staff? What particular qualities, experience, or expertise were you seeking?
10. What role does your staff play? What specific duties do they perform? [Probe: Do they serve solely as administrators or do they play a conceptual role as well?]
11. Have you used any consultants? If so, whom? If no, why not? Did you consider any?
12. If you used consultants, what criteria did you use to select them? What specific roles have your consultants played?
13. Are there any consultants you would highly recommend to other partnerships?

II. Demographics

1. On what geographical area(s) did the partnership originally choose to focus? Has the focus changed? If so, how? Why did the focus change?

Original Focus

- ☐ selected neighborhoods
 - ☐ city
 - ☐ county
 - ☐ region
 - ☐ state
 - ☐ other (please specify)
-

Amended Focus

- ☐ selected neighborhoods
 - ☐ city
 - ☐ county
 - ☐ region
 - ☐ state
 - ☐ other (please specify)
-

2. Please describe the area on which you currently focus. For example, what is the unemployment rate, the average socio-economic status, the racial mix, etc.? [Probe for general information. Ask: Do you have any statistical information or documents you could send? If so, you can use the return envelope we provided. Address: Kentucky Youth Advocates, 2034 Frankfort Avenue, Louisville, KY 40206]
3. Please describe the population on which your partnership is focusing its efforts. For example, age, socio-economic status, race, etc.

III. Needs Assessment

1. How did your partnership go about identifying the needs of the children and families in your area? What needs did you choose to consider? How did you look at them? For example, did you try to determine how your community spends public and private funds for children and family services? Did you identify programs and resources that were — or were not — available to people? If so, how did you do these things? [Probe for specifics: we are trying to find out their methods of data collection.]
2. What did your partnership find as a result of its needs assessment? What were the needs of the families and children in your area? Did any of the findings surprise you? If so, how?

[Probe: If you have any materials related to the needs assessment process, could you send them to us? Again, you may use the return envelope. Address: Kentucky Youth Advocates, 2034 Frankfort Ave., Louisville, KY 40206.]

IV. Addressing the Problems

1. We are interested in how your partnership chose to address the problems it identified. Please describe the actions you have taken. For example, did your partnership attempt to obtain new funding for children and family services, develop mentoring programs, restructure government services, focus on discrete objectives like universal immunization, educate the public through community reports? Or other strategies?

[Probe: If reports, news articles, or other materials related to the partnership's work are available, please use the return envelope to send them to Kentucky Youth Advocates, Inc., 2034 Frankfort Ave., Louisville, Kentucky 40206]

V. Results/Outcomes

1. What would you consider your partnership's greatest success to date?
2. Please describe any measurable outcomes achieved by your partnership's work for the children and families in your area. How were these results measured? Any increased or reallocated resources? Any new or restructured programs? Any new or changed policies? [Probe: What was the real effect on children and families? Please send any materials you can share with us regarding the products and outcomes of the partnership's work to Kentucky Youth Advocates, Inc., 2034 Frankfort Ave., Louisville, Kentucky 40206.]

3. What criticisms have been made of your partnership? By whom? Please describe that criticism.
4. If you had to do it over again, what would you do differently?

VI. Final Comments

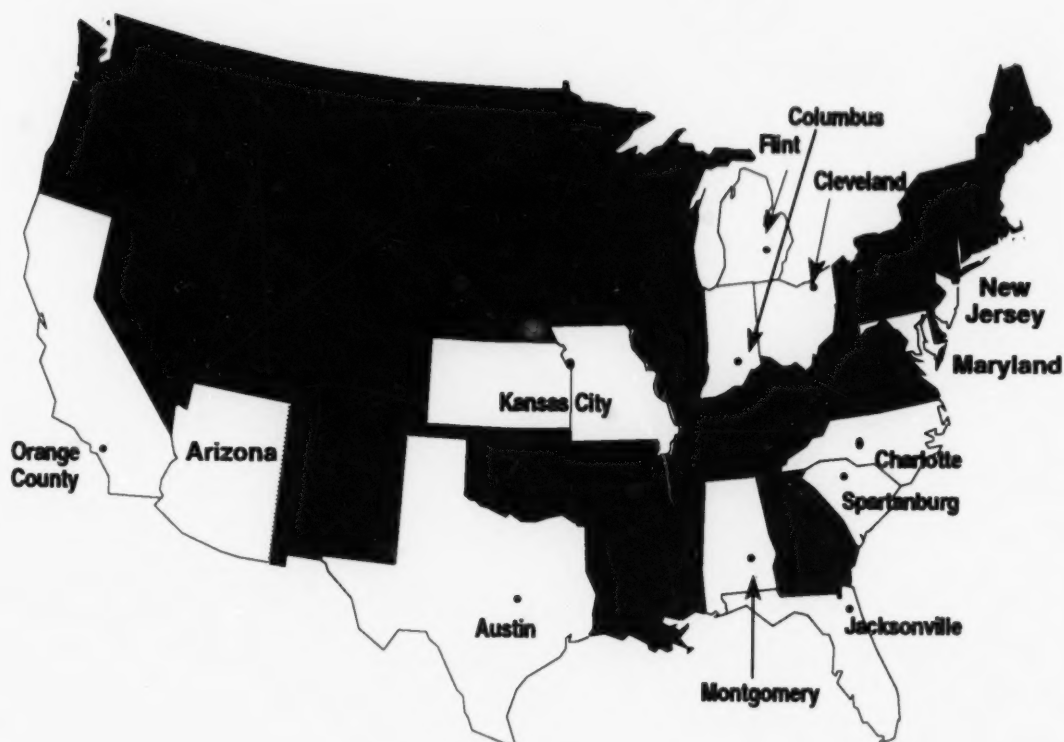
1. Is there anything else we should have asked? Anything more you'd like to say? Is there someone else with the partnership whom we really should talk to?

[Reminder: If other questions arise, may I call you back?]

APPENDIX #3

**MAP OF THE UNITED STATES
SHOWING SITES STUDIED**

PARTNERSHIP SITES INCLUDED IN THE HAND-IN-HAND STUDY



Key

 sites included in
Hand-in-Hand study

APPENDIX #4
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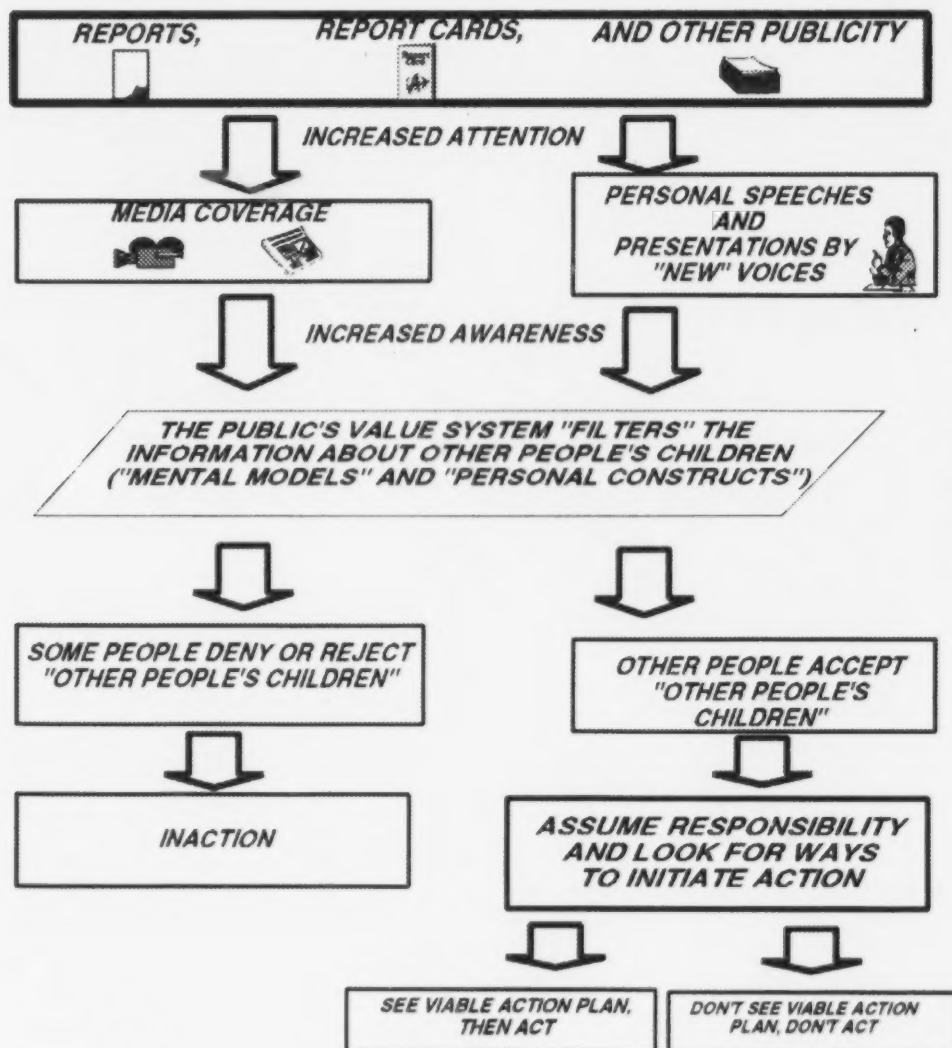
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APPENDIX #5
COMMUNICATION ABOUT "OTHER PEOPLE'S
CHILDREN" AND THE PUBLIC'S REACTION

COMMUNICATING ABOUT "OTHER PEOPLE'S CHILDREN" AND THE PUBLIC'S REACTION



Conceptualized by David Richart, Executive Director, Kentucky Youth Advocates, Inc., June 20, 1994

APPENDIX #6

THE ASSUMPTIONS WHICH FRAME THIS STUDY

The Assumptions Which Frame This Study

- Children in the United States — no matter what their socio-economic status — may be at risk.
- Poor, minority (including girls and young women), and disabled children are in even more jeopardy.
- The condition of U.S. children should not be minimized or trivialized. All children are intrinsically valuable. The way they are treated as children will affect who they will become as adults. We also believe that today's children is tomorrow's workforce.
- Families are the primary care givers for children. Despite their best efforts, however, it is often difficult for some families to raise their children without help.
- Children are part of our community. In turn, the community has some responsibility for them.
- Because so many American children are poor, or otherwise caught in a cycle of despair, some dramatic action should be taken to help them.
- Poor families themselves should be consulted about program and policy changes which might affect them.
- Helping children can occur at three levels: (1) one-to-one interactions and relationships between children and adults, (2) the development or expansion of individual programs that help children and their families, and (3) policy changes which affect how government responds to large numbers of children.

Kentucky Youth Advocates

Kentucky Youth Advocates operates as a non-profit, tax-exempt organization which serves the public independently. It researches, publishes, and distributes information about current and emerging policies affecting Kentucky's children, especially those who are poor or otherwise disadvantaged. KYA tries to make government agencies and public schools accountable to the needs of these children by providing information and analyses to both the public and private sectors. KYA functions as an independent analyst, critic, and problem solver. KYA listens to children, their families, and service providers who are reluctant or unable to raise questions about existing policies.

Kentucky Youth Advocates, organized in 1975 and incorporated in 1977, receives financial support from philanthropic foundations, corporations, and private individuals. KYA conducts government funded studies with the right to publish results. In addition, KYA sells publications and charges for consultant services.

Kentucky Youth Advocates is a Metro United Way agency and has offices in Louisville and Frankfort.